

**THE UNIVERSITY OF TEXAS SYSTEM
ARCHER CENTER GRADUATE FELLOWSHIP**

**OVERVIEW OF THE FEDERAL ECOSYSTEM
(Summer 2018)**

Meeting Time:

Pre-session – Thursday, May 24, 9:00am (US Capitol)

Class - Tuesdays, 6:00-9:00pm (May 29-Aug 7, with exceptions given with advanced notice)

Policy Roundtables – Mondays, 6:00-8:00 pm

Meeting Location:

The University of Texas System/Archer Center, 1750 Pennsylvania Avenue, NW, Suite 900, Washington, DC

Faculty: Bill Shute

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Grading Policy: Letter grade only. Credit/No Credit option not available.

• **Course Objectives**

The course will focus on the three key elements of federal policymaking utilizing assigned readings, classroom discussion, multimedia, case studies, external speakers, written assignments, and a semester-long analysis of a current federal topic involving a final oral presentation.

Analysis of the three key elements will reinforce previously acquired theoretical underpinnings by examining contemporary and historical practical implementations. After an initial review of the nature of separation of powers and original constitutional intent, the course will delve into a practical examination of how current operations of the federal processes are influenced by governmental and external factors.

With a thorough understanding of separation of powers and the influence of external pressures as a backdrop, the next section of the course will explore the elements of advocacy, how the various factions of influencers invoke and apply advocacy techniques, how to deconstruct advocacy messages, and how to prepare an advocacy strategy.

Following the conclusion of these studies, students will acquire an appreciation for the difficulties of navigating the complexities of Washington by exploring the influence of money, the tools and techniques used by various groups, and the practical limitations imposed by overarching budget considerations such as sequestration.

During the final sessions of the course, students will learn about how ethical considerations influence advocacy and policy implementations by focusing on legislative and executive rules, re-election pressures, and operating with in the bubble of a 24/7 news cycle. These considerations will provide an editorial filter in preparation for the final assessment of the semester-long exercise.

Readings will pre-populate classroom discussions and provide a foundation for writing assignments, supplemented by the classroom experience. Each section of the course will conclude with the examination of a case study designed to illustrate practical applications of the elements covered during the section.

Occasionally, external speakers who are practitioners or veterans of the key elements will provide practical application to the theoretical underpinnings and current topics. This will provide the students with a visceral backdrop not otherwise available to non-Archer Center students.

- **Course Organization**

Section 1: Institutions and Actors (weeks 1-4)

First, the course examines institutions and actors that inhabit the DC policy world, ranging from the U.S. Federal system, to the multilateral institutions, think tanks, non-profits, and private sector actors, and agencies (e.g. consulting and lobbying firms) that comprise the various sources of authority, influence and information that shape U.S. domestic and foreign policy.

Section 2: Transformative Processes (weeks 5-6)

Second, the course addresses processes that transform ideas into public policies and programs, ranging from political campaigns and lobbying strategy, to design of legislative formats and implementation strategies.

Section 3: Agenda Challenges (weeks 6-7)

Third, students will be introduced to the potential challenges of working in the political environment of Washington DC, including the development of an understanding of power and influence of factions within the policy community and how best to assess the role of these factions in policymaking.

Section 4: Limitations on Power (weeks 8-9)

Students will be exposed to the ethical dimensions of public administration and policy that arise regularly in Washington DC, often without public awareness.

Final Analysis and Presentation of Overlay Exercise (week 10)

Policy Roundtables

- **Assignments**

Reading assignments will be comprised of texts, excerpts of public domain documents, online resources, and excerpts of published material copied in accordance with published fair use policies as delineated by the University of Texas Libraries *Copyright Crash Course* (<http://copyright.lib.utexas.edu/copypol2.html>). Students are expected to read the assigned material in advance of class in order to facilitate informed discussion.

Writing assignments will consist of two 3-page critical analyses, a briefing memo, and material prepared for a final presentation. Papers are to be single-spaced, 12-point font on single-sided paper with one-inch margins. The final presentation materials are to be coordinated in advance with the professor.

Overlay Exercise (throughout the semester):

At the beginning of the term, students will select a topic related to their internship that is currently under debate in Washington. Throughout the term, students will apply their acquired knowledge of the three key elements above to analyze the evolution of the topic and the effectiveness of the political strategies utilized by the proponents and opponents of the topic.

Writing assignments and the final presentation will be centered on the topic, and students will be expected to apply the key element of federal policymaking discussed to an analysis of how that element impacts/should impact final resolution of the Overlay Exercise topic.

Students will be expected to meet with the professor individually by appointment during weeks 4, 5, or 6 to review their progress in the course to date.

- **Class Participation**

Students must prepare for class, arrive on time, and actively participate during class. In particular, students will be expected to ask questions of all external speakers. Missing class can have implications for an individual's success in this course. Therefore, overall class participation will be a significant part of our class environment. After each class, I will assess each student's participation. Because of the weight given to class participation, advance notice must be given if a student will miss a class and supplemental work will be assigned.

- **Make-up Policy**

Writing assignments must be submitted by midnight of the posted deadline. Late submissions will be subject to grade reduction. A one-time exception may be permitted at the professor's discretion, if coordinated in advance of the deadline and submitted shortly thereafter.

- **Grade Allocations**

Classroom Participation	20%
Separation of Powers Analysis (due Tuesday, June 12)	20%
Overlay Exercise Position Brief (due Tuesday, July 3)	20%
Ethical Limitations Analysis (due Tuesday, July 31)	10%
Overlay Exercise Oral Presentation (due Tuesday, July 31)	30%

- **Reading Material**

The majority of reading material will be available electronically. Selections highlighted in **bold** are required readings. Other listings are encouraged for further expansion of the topics.

- **Academic Integrity**

Academic integrity and professional ethics is basic in developing the character, and instilling the values, of policy professionals. I expect students to abide by the academic rules and regulations established by the University of Texas at Dallas, which is the academic home for the Archer Center (see <https://www.utdallas.edu/conduct/integrity/> for a guide to ensuring academic integrity).

Comet Creed

This creed was voted on by the UT Dallas student body in 2014. It is a standard that Comets choose to live by and encourage others to do the same:

“As a Comet, I pledge honesty, integrity, and service in all that I do.”

UT Dallas Syllabus Policies and Procedures

The information contained in the following link constitutes the University's policies and procedures segment of the course syllabus.

Please go to <http://go.utdallas.edu/syllabus-policies> for these policies.

The descriptions and timelines contained in this syllabus are subject to change at the discretion of the Professor.

- **Pre-course Preparation**

Prior to the first class session, students should read and be prepared to discuss the Week 1 reading assignments. In addition, students should come to the first class with a short list of federal issues pertaining to their internship for selection as the Overlay Exercise topic and Independent Study (e.g., tax reform, a specific EPA clean air regulation, generic drug pricing, etc.).

SECTION 1: INSTITUTIONS AND ACTORS

First, the course examines institutions and actors that inhabit the DC policy world, ranging from the U.S. Federal system, to the multilateral institutions, think tanks, non-profits, private sector actors, and agencies (e.g. consulting and lobbying firms) that comprise the various sources of authority, influence and information that shape U.S. domestic and foreign policy.

Pre-session

Thursday, May 24 (note: this session will take place at the US Capitol)

Course overview and expectations
How Congress works (and doesn't)

Reading:

- ***How Congress Works*, <http://www.aacom.org/advocacy/advocacy-resources/how-congress-works>.**

Week 1

Tuesday, May 29

Overlay Exercise discussions

Brief review of separation of powers (from conceptual origins to modern practice)

Textbook v. practical application

Historical underpinnings

Influence of American Exceptionalism on Separation of Powers and vice versa

Review of the Federal Ecosystem

Constitutional entities

Congress (Article I)

The Executive (Article II)

Federal Agencies (Article II, sec. 2)

Judiciary (Article III)

Non-Government Influencers

Special interest organizations

Trade associations

Professional societies

Non-profit organizations

Corporate federal relations

Lobby/Law firms

Federal contractors

Foreign Agents

Think tanks

NGOs

Reading:

- Hobbes, Thomas. *Leviathan 1*. 1651. 1909 edition. Chapters 13 - 15. Online Library of Liberty. 2004.
- Locke, John. *Two Treatises of Government*. (Hollis ed.) 1689. Book II, sections 4-15, 87-94, 143-158. Online Library of Liberty.
- **James Madison. *Federalist Paper No. 51, (Feb 6, 1788)***
- **US Constitution, Articles I-III**
- Kessler, Charles R. *What Separation of Powers Means for Constitutional Government*. Heritage Foundation First Principles Series. 2007.
- **Smith, Hedrick. *The Power Game: How Washington Works*. New York: Random House, 1988. Chapters 6 and 7.**

Week 2

Tuesday, June 5 [NOTE: The first half of this class will be at the FDR Memorial. The second half of the class will continue on the steps of the Jefferson Memorial.]

Case study:

Judicial Procedures Reform Bill of 1937

Modern challenges to separation of powers

Reading:

- **Caldeira, Gregory A. *Public Opinion and The U.S. Supreme Court: FDR's Court-Packing Plan*. *The American Political Science Review*. Vol. 81, No. 4 (Dec., 1987), pp. 1139-1153.**
- Rehnquist, William H. "Judicial Independence Dedicated to Chief Justice Harry L. Carrico: *Symposium Remarks*". *University of Richmond Law Review*. 2004. 38: 579–596.
- Barnes, Roberts. *Roberts Recalls Another Chief Justice and Reveals a Little About Himself*. *The Washington Post*. November 23, 2015.

Overlay Exercise topics

Writing Assignment (due Tuesday, June 12):

Compare/contrast separation of powers as designed/initially invoked v. modern implementation and explain the role of non-government influencers within this context. Project how proponents and opponents of the Overlay Exercise topic will exploit the checks and balances of the federal government.

Week 3

Tuesday, June 12

The role of staff and directors

Guest Speaker: John Angell. John began his career as a legislative aide to Congressman Leon E. Panetta of California. He served as chief of staff of the House Budget Committee, Executive Associate Director at the Office of Management and Budget, senior advisor to the White House Chief of Staff, Assistant Secretary for Congressional and Intergovernmental Affairs at the Department of Energy, and staff director of the Senate Finance Committee.

Outside influences

Grassroots organizations

The impact of the ever-shifting electorate on policy advocacy

The campaign process

Evolution of campaigning and the role of policy

Campaign advertising

Reading:

- **Petersen, R. Eric. *Congressional Staff: Duties and Functions of Selected Positions*. Congressional Research Service. June 25, 2008.**
- **Angell, John. *Four Staff Experiences*. 2016.**
- **David Schultz. "What Is a Fact? The Scientific versus Political Definition." The Hill. March 11, 2017.**
- ***How the Presidential Candidates Use the Web and Social Media*. Pew Research Center. August 15, 2012.**
- **Smith, Hedrick. *The Power Game: How Washington Works*. New York: Random House, 1988. Chapters 1 and 10.**
- **West, Darrell M. *Air Wars: Television Advertising and Social Media in Election Campaigns*. CQ Press. 2014. Ch. 1.**

Week 4

Tuesday, June 19

The President as Advocate-in-Chief

Guest Speaker: Mike Dubke. Mike is the Founding Partner of the Black Rock Group, a communications and advocacy firm. Previously, he was Assistant to the President for Communications, founded media services firms Main Street Media Group, Crossroads Media, and Herd Media, President of Americans for Job Security, Executive Director for both the Ripon Society and the Ripon Educational Fund, and Assistant to the Political Director for the Bush/Quayle '92 campaign.

Post-election advocacy
 Presidential transitions
 Bully pulpit
 Role of executive orders
The role of scientific and policy reports
Media and the evolution of political reporting
 The role of social media
 The art of leaking
Fake news and alternative facts

Reading:

- NOW with Bill Moyers. *Milestones in the History of Media and Politics*. PBS.
- Schieffer, Bob. *This Just In: What I Couldn't Tell You on TV*. New York: G.P. Putnam's Sons, 2003. Chapter 10.
- **Smith, Hedrick. *The Power Game: How Washington Works*. New York: Random House, 1988. Chapter 11.**

SECTION 2: THE TRANSFORMATIVE PROCESS OF ADVOCACY

Second, the course addresses processes that transform ideas into public policies and programs, ranging from political campaigns and lobbying strategy, to design of legislative formats and implementation strategies.

Week 5

Tuesday, June 26

The importance of advocacy
Deconstructing the message
 Deconstructionist analysis of advocacy materials
Advocacy advertising

Reading:

- **Birnbaum, Jeffrey H. *The Lobbyists: How Influence Peddlers Get Their Way in Washington*. New York Times, 1992. Chapter 1.**
- Nguyen, Tina. *Obama's Social-Media Team: 20 Aides, Countless Memes*. Vanity Fair. November 9, 2015.
- **Choate, Pat. *Agents of Influence*. New York: A.A. Knopf, 1990. Chapter 9.**
- *Advocacy Advertising*. AdAge Encyclopedia of Advertising. September 15, 2003.
- *Issue Ads: 1992 Christian Action Network "Clinton's Vision for a Better America"*. insidepolitics.org.
- Marcus, Ruth. *Issue Advocacy Ads Less of an Issue*. The Washington Post. October 23, 1998.

Case Study:

Keystone XL Pipeline

Reading:

- **Parfomak, Paul W., et. al. *Keystone XL Pipeline Project: Key Issues*. Congressional Research Service. December 2, 2013.**

Writing Assignment (due Tuesday, July 3):

Gather advocacy materials produced by proponents and opponents as well as statements or releases by decision makers related to the Overlay Exercise topic. Materials and statements must include at least three advocacy pieces from each side of the debate, and a balance of favorable and opposing statements or releases from decision makers. Analyze the individual pieces by deconstructing the following elements: motivation, target audience(s), intended impact, and potential effectiveness. Draft a Position Brief for your assigned Member of Congress taking into consideration political leanings and any previously announced positions.

Week 6

Tuesday, July 3

The Pentagon and the defense complex

Guest Speaker: Michelle Atchison. Michelle is Associate Vice Chancellor, UT System. Retired Colonel and Chief Science Officer for the Air Force.

The role of the intelligence community

Foreign diplomacy inside and outside the Beltway

Reading:

- **Smith, Hedrick. *The Power Game: How Washington Works*. New York: Random House, 1988. Chapters 8, 15, and 16.**
- **George, Roger Z., and Harvey Rishikof. *The National Security Enterprise: Navigating the Labyrinth*. Georgetown University Press. 2011. Chapter 1.**
- Luce, Edward. *Gérard Araud, the French ambassador ruffling feathers in Washington DC*. The Financial Times. October 15, 2015.

SECTION 3: AGENDA CHALLENGES

Third, students will be introduced to the potential challenges of working in the political environment of Washington DC, including the development of an understanding of power and influence of factions within the policy community and how best to assess the role of these factions in policymaking.

Week 7

Tuesday, July 10

1986 Tax Reform Act v. Tea Party mentality

Reading:

- **Rosenthal, Lawrence. *Approach-Avoid: Understanding the Tea Party and the Presidential Election of 2012*. The Huffington Post. September 26, 2012.**

Case Study:

The passage of the Patient Protection and Affordable Care Act and subsequent attempts to scuttle it.

Reading:

- ***Timeline: Affordable Care Act*. <http://affordablehealthca.com/timeline-obamacare/>. 2016.**
- O'Keefe, Ed. *The House has voted 54 times in four years on Obamacare. Here's the full list*. The Washington Post. March 21, 2014.

Week 8

Tuesday, July 17

Congressional authorization and the power of the purse
Earmarks/Budget Control Act of 2011/Sequestration

Guest Speaker: Mike Waring, Executive Director of Federal Relations for the University of Michigan. Previously, Vice President of Government Relations for the National Association of Broadcasters, Press Secretary for U.S. Representative Harold Rogers (R-KY), and TV/radio news reporter and producer.

Reading:

- Levit, Mindy R. *The Budget Control Act of 2011: Legislative Changes to the Law and Their Budgetary Effects*. Congressional Research Service. March 25, 2015.
- **Lynch, Megan S. *Sequestration as a Budget Enforcement Process: Frequently Asked Questions*. Congressional Research Service. February 27, 2013.**

Case Study:

Wilson Center budget tool exercise

Overlay Exercise Final Assignment (due Tuesday, July 31):

Students will be divided into teams of four, and each team will be assigned one of the Overlay Exercise topics. Each team will prepare an advocacy strategy designed to persuade a designated decision maker and his/her staff. Each team will make an oral

presentation with the professor and remainder of the students acting as the decision maker and staff.

SECTION 4: LIMITATIONS ON POWER

Students will be exposed to the ethical dimensions of public administration and policy that arise regularly in Washington DC, often without public awareness.

Week 9

Tuesday, July 24

The desire to be reelected v. ethical limitations

Congressional ethics rules

Administration ethics rules

Revised executive ethics rules

Administrative law proscriptions

Reading:

- **Jackson, Brooks. *Honest Graft: Big Money and the American Political Process*. New York: Knopf, 1988. Chapter 4.**
- Birnbaum, Jeffrey H. *The Lobbyists: How Influence Peddlers Get Their Way in Washington*. New York: Times, 1992. Chapter 3.
- Choate, Pat. *Agents of Influence*. New York: A.A. Knopf, 1990. Chapter 7.
- **Birnbaum, Jeffrey H. *The Lobbyists: How Influence Peddlers Get Their Way in Washington*. New York: Times, 1992. Chapter 4.**

Case Study:

The Jack Abramoff scandal

Reading:

- Schmidt, Susan. *A Jackpot From Indian Gaming Tribes*. The Washington Post. February 22, 2004
- Schmidt, Susan and Grimaldi, James V. *The Fast Rise and Steep Fall of Jack Abramoff*. The Washington Post. December 29, 2005.
- Grimaldi, James V., and Susan Schmidt. "Report Says Nonprofits Sold Influence to Abramoff." Washington Post. The Washington Post, 13 Oct. 2006. Web. 26 July 2016.
- **Minority Staff Report: *Investigation Of Jack Abramoff's Use Of Tax-Exempt Organizations*. U.S. Senate Committee on Finance, S. PRT. 109–68, 109th Congress. October, 2006. Pages 59-109**
- Angell, John. *Abramoff Oversight Report*. (Unpublished)

Advocacy in the era of disclosure
The Honest Leadership and Open Government Act
The Lobby Disclosure Act

Reading:

- **Birnbaum, Jeffrey. *The End of Legal Bribery: How the Abramoff case could change Washington*. Washington Monthly. June 2006.**
- Straus, Jacob R. *Lobbying Registration and Disclosure: Before and After the Enactment of the Honest Leadership and Open Government Act of 2007*. Congressional Research Service. 2011.

Writing Assignment (due Tuesday, July 31):

Discuss the ethical considerations and limitations imposed upon the proponents/opponents of the Overlay Exercise topic and discuss the ethical considerations of topic's decision makers. Research and analyze any publicly available disclosures by such proponents and opponents.

Week 10

Tuesday, July 31

Overlay Exercise presentations